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EVALUATION STRATEGIES FOR ESEA TITLE I PROJECTS.

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PROJECT AND PROGRAM EVALUATION REPRESENT TWO BROAD STRATEGIES FOR EVALUATION. PRODUCT EVALUATION OF A PROJECT DETERMINES THE EXTENT TO WHICH OBJECTIVES ARE ACHIEVED. THE EVALUATOR'S ATTENTION IS FOCUSED ON CHANGE IN THE TARGET PUPIL OR SCHOOL ON A PRE-PROJECT TO A POST-PROJECT BASIS. IN THEIR EVALUATION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT, CONGRESS IS INTERESTED IN THE TYPES OF EVIDENCE PRODUCED THROUGH PRODUCT EVALUATION. PROCESS EVALUATION MONITORS PROJECT CONDITIONS TO MAKE THE PROJECT MORE EFFICIENT OR BETTER. PROGRAM EVALUATION IS AN ASSESSMENT OF THE CHANGES WHICH ARE THE OUTCOMES OF INTERACTIONS AMONG PROJECTS OR TREATMENTS. PROGRAM EVALUATION ASSESSES NOT ONLY CHANGE IN TARGET PUPILS OR SCHOOLS, BUT ALSO, TOTAL IMPACT. PROGRAM EVALUATION IMPLIES THAT ATTENTION TO OVER-ALL BAROMETERS OF EDUCATIONAL HEALTH MIGHT CAPTURE SIDE EFFECTS. NO ATTEMPT IS MADE TO ANALYZE HOW OR WHY CHANGES OCCUR. THIS MODEL SUGGESTS THAT THE SCHOOL SHOULD BE AN EVALUATION UNIT TO DETECT POSSIBLE FALLOUT EFFECTS. RESULTS OF THE IMPLEMENTATION OF THIS STRATEGY IN CINCINNATI ARE DISCUSSED. THIS SPEECH WAS PRESENTED AT THE AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION CONVENTION (DALLAS, TEXAS, MARCH, 1967). (FS)

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SPEECH TO APGA CONVENTION
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Anyone who has received federal dollars under the Elementary and Secondary Education Act knows that Congress has required school districts to evaluate the programs funded by these dollars. This requirement has unglued most school districts, not only because of the fact that this evaluation requirement has caught districts off guard with respect to persons skilled in this endeavor, but also because we educators fancied ourselves as "knowing" what is good for children whether these children be disadvantaged or not. To most teachers and administrators it is "self-evident" that smaller classes, remedial teachers, inservice training, preschool education, health services and so on are good. Why must we evaluate what we have already evaluated as good? The reasons for requiring evaluation I believe are three-fold: are these "self-evident" truths really true, i.e., are they really good; if all of these "self-evident" truths are good, to what extent are they good, i.e., which are better than others; if these "self-evident' truths are good, what exactly are they good for? To answer these three questions in any comprehensive manner we would be labeled as a science rather than an art.

To evaluate means to place a value upon. In our case, we must place value upon the numerous array of services which go into making up projects and school district programs. Today I would like to discuss a few strategies for evaluating Education Act services. I will attempt to point out what I believe are the assets and limitations of each.

I would point out now that these strategies are not necessarily posed as alternatives. I prefer to view them as complementary and supplementary avenues to a comprehensive evaluation system. I shall assume a normal

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condition whereby a set of schools within a school system have been identified as target schools based on some criterion of poverty. Further, I shall assume that within a set of target schools there are some youngsters who are labeled as target pupils and others who receive few if any direct services but may receive fall-out services such as those supplied by a resource center. Assuming this condition, I would first distinguish between program and project evaluation. In a sense, this distinction in itself represents two broad strategies for evaluation.

Project Evaluation

Ordinarily a project is defined as a specified treatment(s) designed to achieve a specified objective(s) for a specified child (or target group). Now when all is said and done, the ultimate decisions to be made with respect to a project or a treatment within a project are to increase, decrease, modify, or discontinue the treatment or project. Decisions are the end result of the evaluation process. The most important kind of evidence needed to select one of these four alternatives is whether or not the objectives of the project have been achieved. We shall call this product evaluation which is defined as the method of relating outcomes to goals. Product evaluation involves a criterion measurement that usually has face validity which determines the extent to which the objective was achieved. For example, to measure the objective of higher reading achievement, one would use a reading test or to measure health status, one would give a health examination. Such measures are ordinarily given before the project begins and again after some period of time. The attention of the evaluator is on change in the target pupil or target school. Obviously, the evaluator must be as careful as possible in his design so that change

scores can be attributed with confidence to the treatments themselves rather than to extraneous variables. The use of one's knowledge of the previous status of target pupils is often helpful as well as the traditional methods of comparison with control groups. The important point in the use of product evaluation is that the evaluator is interested in the condition or status of the target pupils on a pre-project to a post-project basis. The intervening time is not relevant here since the main task is to relate the outcome, that is, the status of the child after the treatment, to the objective. When desirable changes occur in a criterion measurement from pre-test to post-test, one is inclined to accept this change as being a result of the treatment. The confidence one has in relating cause and effect depends, of course, on the adequacy of controls of relevant variables in the various comparisons.

Now normally a target pupil is subjected to more than one treatment. Usually, in fact, the thing we call a treatment is made up of a complex of elements any one of which may be causing the change or any one of which may be completely ineffective. Take, for example, a remedial reading project which involves the services of a remedial reading teacher. Should reading of a target pupil increase over expectation, one would be hard pressed to say that it was the actual reading skills imparted by the teacher that were responsible for the change in contrast, for example, to the possibility that the relationship of the child to the teacher was the underlying reason for change in reading.

The types of evidence that Congress is interested in obtaining in their evaluation of the Elementary and Secondary Education Act are primarily the types of evidence produced through product evaluation. Thus, they are interested in such things as pupil achievement, better attendance, higher promotion, lower drop-outs, etc.

There is still another job to be done in the context of project evaluation, and this we shall call process evaluation. The purpose of process evaluation is essentially to monitor the conditions under which the project is operating in an effort to make it operate more efficiently or better in some way. Process evaluation is what the evaluator does between the times he is making his pre-project and post-project measurements. He is essentially an observer who feeds back information to project personnel that is vital to them in the operation of the project. To illustrate, consider a Saturday morning project of some type where the children simply do not attend. In observing this poor attendance, the evaluator may discover that buses are too difficult to get, or that parental interest is not sufficient to get children to school, or some other such factor. This information, in turn, would be fed back to project personnel who, in turn, would take steps to rectify the situation thereby getting pupils to the class.

Too often, I believe, the role of the evaluation person in typical communities is to conduct the product evaluation and be very aloof as to the process evaluation. Typically, the job of process evaluation is given over to project personnel themselves. I believe evaluation specialists are needed, also.

Now so far I have spoken only of project evaluation. This type is most appropriate when the objective implies the treatment to be used and the criterion measurement follows very logically from the nature of the objective. In such cases, one is more willing to attribute the criterion change to the treatments or project rather than the other causation. Now let me describe what we shall call program evaluation.

Program Evaluation

We shall define a program as a set of projects or a set of treatments that are diverse in terms of what they attempt to achieve. Multifaceted projects are being submitted more each year to make administration easier. In such projects, I would make project and program evaluat'on synonomous. Program evaluation is an assessment of changes which are acknowledged to be complex outcomes of the interactions among more than one project or treatment. Program evaluation is holister in its approach. It attempts to assess change not only in target schools or the recipient of services with a school but also assesses total impact.

This approach evolves from two simple facts. First, the introduction of a project or treatments probably has a rippling or interaction effect throughout a pupil. As many services impinge on a given pupil, the behavior of that pupil is not the simple sum of each of the treatments but instead a dynamic change in the whole pupil himself. Thus, certain changes, not explicitly acknowledged in the project, may occur as an important by-product. For example, a project designed to increase reading achievement may result in better attendance, less vandalism, etc. because the pupils may feel better about themselves as achievers.

Secondly, the introduction of projects or treatments may have a rippling effect throughout a total school and to a lesser extent to the total school system. Thus, these effects may be felt by non-target as well as target schools. For example, the interaction of highly skilled project teachers with non-project teachers may have desirable effects in the latter. Target pupils, highly motivated through a project, may rub off their positive attitude on non-target pupils.

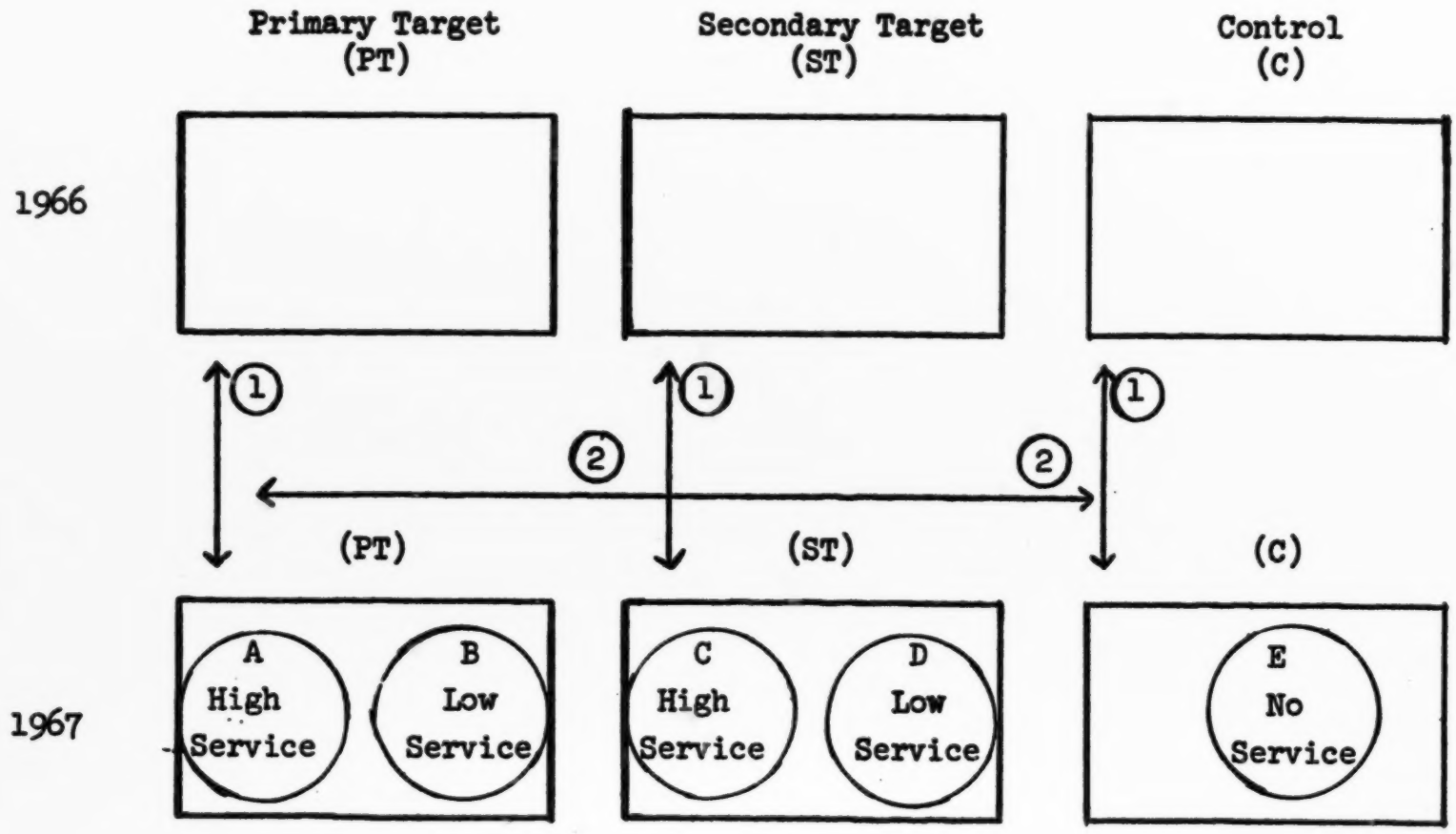
There are three important implications to this program evaluation model. First, the model suggests attention to over-all barometers of

educational health which might capture side effects (as well as direct effects) resulting from the treatments. Secondly, there is no attempt to analyze how or why changes in the over-all measures occured. Such changes may, in fact, be the result of a single or a few treatments but this is not known. Third, the model suggests that the school should be an evaluation unit in order to detect possible fall-out effects.

In Cincinnati, implementation of this strategy resulted in identifying primary target schools, secondary target schools and control schools. In primary target schools, we are giving the most intensive services and all projects since here are located the highest concentrations of disadvantaged children. In secondary target schools we gave less intensive services. In control schools we did nothing. Eight types of measurements reflecting over-all educational health have been made in these three sets of schools: evaluative ratings by teachers, parent and pupil surveys, and pupil measurements with respect to academic achievement, attendance, drop-outs, self-image and promotion.

The diagram on the following page shows the types of comparisons which will be used during the year.

PROGRAM EVALUATION COMPARISON



Comparison 1. (Vertical Arrows)

Compares changes from 1966 to 1967 within PT, ST and C

$H_1 : PT_{67} > PT_{66}$,etc.

Comparison 2. (Horizontal arrows)

Compares differential in change among PT, ST and C from 1966-1967

$H_1 : PT_{increase} > ST_{increase} > C_{increase}$

Comparison 3. (Circles)

Compares change in subsets of pupils within and among PT, ST and C

$H_1 : A > C > B > D > E$